DOCUMENT RESUME

ED 176 070 CE 022 380

TITLE	A Study of the Administration and Operation of Vocational-Technical Education Programs. [Interim BOAE Report].
INSTITUTION	National Advisory Council on Vocational Education, Washington, D.C.
SPONS AGENCY	Bureau of Occupational and Adult Education (DHEW/OE), Washington, D.C.
PUB DATE	Dec 77
NOTE	54p.; Appendixes A and C will not reproduce well due to broken print and small type; For related documents see CE 022 378-381
EDRS PRICE	MF01/PC03 Plus Postage.
DESCRIPTORS	*Administrative Problems; Federal Programs; Federal State Relationship; *Program Administration; *Program Coordination; Program Planning; *Vocational Education
IDENTIFIERS	Bureau of Occupational Adult Education; *Division of Vocational Technical Education

ABSTRACT

In compliance with legislative authority, the National Advisory Council on Vocational Education approved a two-year study of the United States Bureau of Occupational and Adult Education (BOAE). The study was to be conducted in two phases. Phase I (reported here) sought out current problems in the administration and operation of vocational education programs as conducted by the Division of Vocational and Technical Education (DVTE). The following activities occurred: (1) analysis of BOAE's mission statement and other relevant documents, and (2) conduct of comprehensive interviews with state directors, staff of BOAE and DVTE, personnel from the Office of Education, Office of the Secretary of Health Education and Welfare, and the Office of Management and Budget, and other knowledgeable individuals in vocational education. The data collected were organized into six categories: external factors, structure, workload, staffing, operational planning, and administrative plans. The findings were analyzed, and it was concluded that the publication of a final report should await the conclusion of the second phase after a further and more comprehensive analysis could be made. (This document contains the interim report; CE 022 379 contains the full report; and CE 022 381 contains an executive summary.) (BM)

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A STUDY OF THE ADMINISTRATION AND OPERATION OF VOCATIONAL-TECHNICAL EDUCATION PROGRAMS

The Bureau of Occupational and Adult Education
The U.S. Office of Education

An Interim Report by the
NACVE Task Force on Administration
and Operation of Vocational-Technical
Education in the U.S. Office of Education

December 1977

U S DEPARTMENT OF HEALTH
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A STUDY OF THE ADMINISTRATION AND OPERATION OF VOCATIONAL-TECHNICAL EDUCATION PROGRAMS

The Bureau of Occupational and Adult Education
The U.S. Office of Education

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An Interim Report by the
NACVE Task Force on Administration
and Operation of Vocational-Technical
Education in the U.S. Office of Education

December 1977

Dr. Ernest L. Boyer
Commissioner of Education
U. S. Office of Education, HEW
Washington, D. C., 20202

Dear Dr. Boyer:

In accordance with the requirements of the Education Amendments of 1968 (Public Law 90-576, Section 104(a)(2)(A)), there is submitted herewith a Task Force Interim Report on this Council's Study of the Administration and Operation of Vocational-Technical Education of the Bureau of Occupational and Adult Education, U. S. Office of Education.

Our preliminary observations suggest that some situations apparently are interfering with leadership efforts of the Bureau of Occupational and Adult Education and, in particular, the Division of Vocational and Technical Education, in assuring that the intent and provisions of the law are appropriately served.

A Final Report with recommendations will be forthcoming in September, 1978. In the interim, the Council is confident that officials will make constructive use of the documentation herein described.

Sincerely,

John W. Thiele
Chairman

December, 1977

TABLE of CONTENTS

	page
Synopsis	i
Preliminary Observations	1
Overview	5
Findings	10

APPENDICES

Appendix A

BOAE Mission Statements ..... 21(a - e)

Appendix B

Brief Description of Bureau's Operational Planning System (OPS) 22

Appendix C

Milestones for Program Administration (Sample Copy) ..... 23(a - h)

Appendix D

List of Acronyms 24

SYNOPSIS

In compliance with legislative authority, the Council approved a two-year study of the Bureau of Occupational and Adult Education (BOAE). The study was to be conducted in two phases. Phase I sought out current problems in the administration and operation of vocational education programs as conducted by the Division of Vocational and Technical Education (DVTE), an operational unit of the Bureau. The time-line for this phase was September 1976, to October 1977. In Phase II, October 1977 to September 1978, the focus of the study will be on BOAE's programmatic leadership to the states and the administration and operation of other units within the Bureau.

In order to obtain the data for Phase I, the following activities occurred:

(1) analyzed BOAE's mission statement and other relevant documents;

(2) conducted comprehensive interviews with (a) State Directors, (b) Staff of BOAE and DVTE, (c) personnel from the Office of Education, Office of the Secretary of HEW, and the Office of Management and Budget, and (d) other knowledgeable individuals in vocational education. The data collected were organized into six categories -- external factors, structure, workload, staffing, operational planning, and administrative plans.

As the Task Force moved through Phase I, reviewed its work, and analyzed the findings, the Members found that publication of a final report should await the conclusion of the second phase in order to present a more comprehensive and accurate account. In addition, some data pointed to the need for further analysis before recommendations can be made. Therefore, this Interim Report

only presents the Task Force's preliminary observations. The observations expressly focus on the Office of Education's operation and administration of vocational-technical education programs.

The Task Force wishes to acknowledge the helpfulness and positive attitude of all parties who participated in the study and, in particular, the personnel of the Bureau. If it were not for their cooperation, the preparation of this Report would have been quite difficult.

PRELIMINARY OBSERVATIONS

Based on the findings recounted elsewhere in this Report, the Task Force made the following observations of problems or issues that confronted either the Bureau of Occupational and Adult Education (BOAE), or the Division of Vocational and Technical Education (DVTE), or both. These observations address only the current issues that surfaced from interviews and review of materials. They are herein presented in keeping with the six categories that served to organize the data. After Phase II of the study, September 1978, conclusions will be presented and recommendations made.

External Factors

- *Agency personnel in the Office of Management and Budget (OMB), and in the Department of Health, Education, and Welfare (HEW) do not appear to understand the need for BOAE/DVTE to provide programmatic leadership for the vocational disciplines and functional categories as indicated in their mission statement.*
- *The Office of Education (OE) does not seem to have established and made public its stance regarding vocational education and BOAE's leadership responsibilities.*
- *OE and -- in turn -- BOAE do not have an adequate work measurement system.*
- *The present rules and procedures of the Civil Service Commission are not responsive to the special needs of BOAE/DVTE, e.g.: (a) employing personnel at grades 16 and above resulted in excessive delays; and, (b) releasing incompetent workers proved too complicated.*

Structure

- There is an inadequate system within the Bureau (BOAE) for communication, coordination, and follow-up of assignments. In particular, the follow-up of recommendations from the 1974 General Accounting Office's report was insufficient.

Workload

- The workload assigned to program specialists is inordinate. BOAE -- and more particularly DVTE -- require additional, qualified staff (not supplemented from the Regional Offices) in order to satisfy both the legislative obligations, and the requests for services from State agencies which will result from legislation.
- Considering the number of professionals available in DVTE, some special assignments and control mail activities represent undesirable distractions.

Staffing

- Due to the lack of adequate support help, professional staff are not devoting their full time and energy to the BOAE mission and their primary assignments .
- All too frequently, approved positions are staffed by persons placed on "acting" assignments.
- Approved positions are not filled by permanent staff for unreasonable intervals of time.
- There exists a potential for recruiting candidates for DVTE who do <u>not</u> have expertise and experience in the field of vocational education.
- DVTE needs additional qualified personnel for programmatic (e.g., health and office occupations), and functional (e.g., handicapped, evaluation, and planning) activities.

- *The roles of program specialists in providing services to States in the vocational disciplines have been depreciated. Further, much of their talents and expertise are improperly consumed on generalist-type activities.*

Operational Planning System (OPS)

- *Although OPS represents a genuine attempt to apply improved management techniques to a service organization, at present it does not provide a complete picture of initial plans and subsequent changes.*
- *The mechanics of preparing the OPS appear to outweigh its usefulness.*
- *The planning emphasis of the OPS evolved inappropriately into an evaluation, per se, of individuals and their activities.*

BOAE Administrative Plans for Fiscal Year 1977-78

Reasonable provisions were made for the Review of 1977-78 State Plans providing that qualified staff spend adequate time analyzing significant strengths and weaknesses.

The Management Evaluation Review for Compliance and Quality (MERC + Q) activity could represent a major contribution and leadership effort to the field of vocational education.

COMMENT

After exploring the various areas wherein problems arose, the Members of the Task Force put all they had seen and heard at arm's length, took three steps back, and asked, "What does all this information mean? What do the findings -- in toto -- tell us?" The answer involved a mosaic of conflicting interests and responsibilities. It appeared that the Bureau was a casualty of a much larger institution -- the Federal System. The System was frequently at odds with itself. Contradiction, instability, and a lack of continuity have become a way of life for government employees. Witness the current lack of funds for salaries and expenses for Department of Labor and HEW employees which was brought about when the House/Senate conferees were unable to settle their differences and thus the appropriations were delayed. The frustrations, fractured assignments, and additional costs resulting from this delay were, for practical purposes, incalculable.

The Task Force Members recognized the difficulties entailed when attempting to turn the system; nevertheless, there is an urgent need for government initiatives to generate persuasive evidence of positive impact on the ultimate beneficiaries -- the students. Many of the problems identified in this Report can have the effect of negating constructive activities.

OVERVIEW

Legislative Mandate

The National Advisory Council on Vocational Education (NACVE) was authorized by the Vocational Education Act of 1963, as amended, to offer advice and make recommendations to the Secretary of HEW, the Commissioner of Education, and the Congress. In order to fulfill this mandate, the Council was to review the administration and opertion of vocational and occupational education programs supported under the Act.

In pursuit of this responsibility, the Council approved a two-year study of the administration and operation of program activities relating to vocational education as conducted by the Bureau of Occupational and Adult Education (BOAE), U. S. Office of Education, beginning September, 1976. A Council Task Force was formed to conduct this study. After several meetings, the Members of the Task Force drafted the methodology for Phase I -- Fiscal Year 1976-77, and Phase II -- Fiscal Year 1977-78.

Methodology

The initial major decisions were to decide how to perform the study and what structures or processes should be examined. After due deliberation, the Task Force Members (hereinafter referred to as TFM), concluded that they would work with staff to conduct interviews and gather data rather than have a third party consultant filter the information. Their basic concern was to get and interpret the data first-hand.

In terms of the study's focus, the Council was disturbed that the General Accounting Office's reports seemed to suggest that BOAE had relinquished its leadership activities. To illustrate, the 1972 General Accounting Office's

(GAO) Report called upon the Secretary of HEW to have its regional offices more closely monitor the use of funds for the educationally disadvantaged; to coordinate the efforts of HEW and States in obtaining the kinds of information that could be used to adequately evaluate programs. GAO's 1974 report was more commanding. It recommended that the Secretary of HEW take specific actions to improve practices in planning programs, distributing funds, using resources, and relating training to employment. Congressional hearings which preceded the Vocational Education Amendments of 1976 exposed the irregular follow-through on these recommendations. (In part, the Amendments sought to remedy the situation by emphasizing processes or procedures.)

Another fact which weighed heavily in developing the methodology for the study was that 80 percent of the federal funds went into the Basic Grants category for distribution to the States. Therefore, the Task Force decided to focus its attention on the Bureau (BOAE), rather than State administrations and efforts to administer and operate programs under the Vocational Education Act, as amended. Because the Council had moderate resources available, as well as other mandates to meet, the study was limited -- in Phase I -- to the Division of Vocational and Technical Education within BOAE. This Division has had central responsibility for the administration and operation of the Basic Grants section of the Act.

The Task Force estimated that Phase I would confirm the anticipated direction of the Phase II effort. Consequently, in Phase II, Members will study the degree and quality of programmatic and functional services made available to the States by the Bureau. More precisely, State officials and BOAE staff will be interviewed with regard to the extent and quality of the National leadership given to the disciplines (i.e., agriculture, distribution, health,

home economics, office, technical, and trade and industrial) and to the functions (e.g., guidance, evaluation, planning, cooperative education, and special needs). Additionally, there will be an historical review of vocational education's structure and missions in order to try to determine the disruptive effects over time from constant reorganizations. The findings from Phase II -- when combined with those from Phase I -- should render a more complete understanding of the services and leadership provided. The Bureau's leadership for all phases of vocational education becomes even more critical with the advent of the new legislation, effective October 1, 1977.

In Summary. The TFM agreed to be first party participants in Phase I which initially centered on the administration and operation of the Division of Vocational and Technical Education.

Once these decisions were made, the Members of the Task Force had to determine the study procedures.

Procedures

Having decided to concentrate on the Division (DVTE), the Task Force then had to determine which particular components of the Division's operation would provide the most useful information. There were at least three components to consider -- (a) the appropriateness of DVTE's mission in terms of the legislation; (b) the efficiency and effectiveness of BOAE's structure which would enable DVTE to carry out its mission; and, (c) the process by which DVTE sought to satisfy its mission.

The TFM had already gained some insight regarding which of the three components to peruse carefully by interviewing seventeen State Directors of Vocational Education, and four other individuals who have firm credentials in voca-

tional education. The information collected from these sources indicated that possible problems existed within the Bureau and that in all likelihood, there was a deficiency in programmatic leadership. With this background, the TFM reviewed DVTE's mission statement and other documents. They agreed that the mission statement (see Appendix A) was congruent with the legislation. Further, they concurred that judicious study of DVTE's procedures would surface any problems in the organization's line and staff structure. (During their discussions, TFM noted that BOAE was undergoing a reorganization as a result of the reduction of services provided by the Regional Offices. Thus, any analysis of the current structure seemed premature.) They concluded there should be a study of the process by which BOAE/DVTE actualizes objectives. (The House Report of May 4, 1976, noted that "the National Council has also been derelict in evaluating the performance of the Office of Education in carrying out its administration of the Act.") The Task Force also determined that formative evaluation and analytic analysis was an appropriate method of research for this study. Using this research technique, information was obtained through team or individual interviews with fifteen of the professional staffs of DVTE and BOAE, and with personnel from the Office of Education, Secretary of Health, Education, and Welfare, and the Office of Management and Budget.

In most instances, the interviewees received a copy of the interview schedule several days before being visited by the Task Force Members. Analysis of the responses to these interviews suggested that additional group sessions be held with personnel from the Office of the Commissioner of Education, the Offices of the Secretary of Hew, and Management and Budget.

The information from all the interviews and reviews of documents was analyzed and synthesized into findings from which preliminary observations were

derived for this Report. After information relating to the total Bureau has been penetratingly examined -- at the conclusion of Phase II -- recommendations will be forthcoming. These will be directed to the appropriate offices or agencies. However, in the interim, the Council is confident that BOAE officials will make constructive use of -- and put to good advantage -- the documentation herein reported.

FINDINGS

As a result of this study, the Task Force identified six categories by which the data could be presented. The categories were -- external factors, structure, workload, staffing, operational planning system, and BOAE administrative planning for Fiscal Year 1977-78. The reason for organizing the data in this manner was primarily to focus on the problems that personnel in DVTE were encountering which were likely to impinge on their effective and efficient administration of programs and, subsequently, State operation of programs.

However, the Task Force wants to underscore that although the emphasis of the study was on problems encountered by the Division of Vocational and Technical Education, many meaningful activities were being carried forward. A case in point was the monumental task of preparing, after accounting for extensive citizen input, the Rules & Regulations for the Vocational Education Title of the Education Amendments of 1976. Likewise, the Task Force found that as of July, 1977, of approximately 230 milestone activities, fifteen had not been completed. (See Appendix C for more information about milestones.) The completion of the workload of this magnitude represented dedication of, and commitment from, the DVTE Staff.

The reader is urged to study the following materials in totality, rather than with concentration on separate items. By so doing, the problems which hinder the working operations of the Bureau and the Division of Vocational and Technical Education should become more apparent.

External Factors

There are numerous factors external to BOAE which not only influence but to some extent determine the quantity and quality of the DVTE mission. There are the budgetary decisions made by the Administration through the Office of Management and Budget (OMB) and Congress; the budgetary decisions made by the Secretary of HEW; the budgetary and programmatic decisions made and priorities set by the Leadership of the Office of Education. There are also the personnel decisions made by the Civil Service Commission, Each, in turn, cumulatively influences the amount of resources — personnel and expenses -- allocated to BOAE.

The perceptions held by various officials of the role of BOAE appeared to influence their decisions regarding budget and programs. For example, discussions with some OMB officials defined their perception that BOAE should become a planning agency rather than a monitor of State grants. That is, there is a need for BOAE to emphasize planning for alternative goals and activities for vocational education. There was little recognition, on their part, of the necessity for providing programmatic and related services to the States. Seemingly, OMB staff would agree to this latter role (and approve job positions for same) if they could be shown precisely (1) what will be done; (2) how it will be done efficiently, and by whom; and (3) why it should be done.

A method used to detail these three items in order to determine the number of positions assigned to a bureau was termed 'work measurement' by agency officials. These same officials indicated that the work measurement system in effect at the Office of Education was not working effectively. BOAE has been burdened by a system that cannot adequately represent its activities -- present and future. However, it appeared that a revised measurement system could be coupled with the present planning system (OPS) so that BOAE could develop a better management capability.

In a somewhat similar manner, it appeared that personnel in the Office of the Secretary of HEW looked upon BOAE as primarily a "grants administration agency" with little else to offer in program or in functional (e.g., evaluation or planning) leadership. When new positions became available to HEW, those that were given to the Office of Education were usually assigned to other areas. Illustrative of this is that most of the recent positions made available to the Office of Education were assigned to the unit managing the fraud and abuse of student loans.

BOAE had not been assigned new positions since 1972, and those that were, were by legislation. (It is noteworthy to observe that in the past, when OMB assigned positions to HEW, it told the Secretary which operating units were to receive the new job slots.) Because there have been so many Commissioners of Education in recent years, it was hard for TFM to discern any long-term active commitment to (including allocation of personnel), or policy for, vocational education from the Office of Education.

Another external factor that affected the operation of BOAE was the policies and procedures of the Civil Service Commission (CSC). It was reported that CSC's rules on releasing incompetent workers were too protective and cumbersome. In addition, the Commission subjected the Bureau to excessive delays in filling positions. These delays were caused, in part, by CSC's (a) insistence on reviewing position grade levels that were set by Congress in the 1972 Amendments, and (b), refusal to provide Bureau officials -- although requested -- with any explanation as to why candidates (GS-16 and above) were rejected. Thus, the Bureau was unable to improve its selection process when re-instituting a job search.

Structure

The feeling expressed was that the "system" (a term used when respondents are not clear as to just where operational policy is determined, or with whom policy implementation resides) has unrealistic expectations and demands. One example was a management request that DVTE prepare a work plan for a staff of fifty-two (52), beginning October, 1977. This request was unrealistic because it called for an increase of thirty-five (35) new staff members. For all of BOAE, the budget request for staff, presented to Congress, was for a total of thirty-five (see section on Workload for additional information). Consequently, many people hours were misused in preparing work statements for positions that had no chance of being approved.

There were numerous comments about the lack of communication and coordination. Apparently there were few Bureau-wide meetings to coordinate budget and other essential operational matters. At the same time, there was not a shortage of meetings relative to the Operational Planning System at the division or branch levels. Added to the current fluidity of the structure was the feeling that BOAE has yet to develop a coherent plan for decision-making on policies and procedures to provide a clear and constant communication about programs and allocation of Salaries and Expenses throughout the organization. There was a plea for continual and more open communications.

The present structure appeared to limit adequate follow-up of activities. DVTE was given the responsibility to carry out many of the arrangements that were to be developed in response to the 1974 General Accounting Office report. In several instances, these arrangements -- nearly three years later -- were not realized. To illustrate, the Secretary's Office concurred in GAO's recommendation that there be "... some mechanism by which these jurisdications /entities within HEW/ can engage in coordinated, comprehensive planning." However, according to

the evidence, no such interdepartmental coordinating council has been established.

Workload

In too many instances, DVTE staff were committed to an overload in assignments. Illustrative of this situation were the specialists who were responsible for two or more program areas. One specialist, for example, was delegated to work with Health Occupations, Vocational Guidance Programs, and the Handicapped (which represent functional, rather than programmatic, responsibilities). On the other hand, there were individual specialists who were assigned functions of large magnitude. One such specialist was responsible for all adult programs and another for all programs for the disadvantaged.

In order to redress the imbalance in the workload, officials in the Office of Education determined that the creation of 68 new positions within BOAE would satisfy the Congressional mandate. This mandate (Section 160(b)(3)) declared that the Commissioner shall assign to the Bureau by the end of Fiscal Year 1978 at least 50% more persons (that is, 68 positions) to directly administer the programs that were assigned during the Fiscal Year 1976. The positions were to be funded from two sources. One, the Congress would be asked to support 35 new positions; second, the Commissioner would re-allocate 33 positions from other areas under his jurisdiction. As of this writing, the Congressional Appropriations Committees rejected the request for funds for the 35 positions, thus putting the full burden for assigning the 68 positions to BOAE on the Commissioner of Education. Apparently, Congress wants all the positions to come from within the Office of Education.

During the July visit to the Office of Education by the NACVE Task Force, the Secretary announced the reorganization of the Regional Offices. Accordingly,

most of the vocational education personnel and their duties will be transferred from the Regions to the Central Office. Centralization of the tasks will not necessarily reduce the need for qualified manpower. While the number of staff in Washington, D. C., will increase, the frequency or intensity of requests from the States for program services will also escalate, given the newly legislated activities. If on-site technical assistance is to be provided, then an adequate set-aside of travel funds will be required.

The handling of control mail, which averaged six letters per day, represented yet another workload burden — consuming much valuable staff time — with little evidence of recognition or benefit for either the staff of the Division or of the Bureau. In many cases, the control letters were addressed either to the White House, or a Member of Congress. Frequently, there were significant time lapses between the arrival of a letter to the White House, and its referral to DVTE. Yet DVTE personnel were expected to prepare a response within three days to inquiries that were outdated by more than four months.

It is evidently uncommon for professional staff to provide leadership during or after workshops, seminars, or clinics because of a "lack of time" or "lack of clerical assistance." At times, special assignments interferred with these and other leadership activities. To provide some indication of what falls into the realm of "special assignments," the following are examples: developing materials for the Management Evaluation Reviews for Compliance, serving on the Rules and Regulations Task Force, and analyzing legislation.

The Task Force noted that some of the staff put in additional work-time on program services in order to compensate for time given to control mail and special assignments. There was no mechanism for recognition of staff's commitment of personal time to these office activities.

Staffing

Several problems and frustrations emerged when BOAE/DVTE staff discussed personnel management.

There continues to be a serious shortage of clerical assistance -- particularly quality secretarial staff. Lack of sufficient clerical staff resulted in more and more professional time being invested in typing memos and correspondence, making phone calls, handling files, and taking on special assignments which could have been detailed to para-professionals. For example, in the State Programs and Services Branch, there is one full-time secretary (who is also attending secretarial school half-time) for six specialists.

Most respondents referred to the invulnerable and cumbersome Civil Service procedures which inhibit the ability of management to replace expeditiously inefficient staff -- in particular, clerical personnel.

The problems of personnel are not, however, limited to matters of clerical shortages, or misuse of professional talents. Both BOAE/DVTE are continuously confronted with the re-assignment of personnel, which prohibits fulfillment of on-going tasks and responsibilities. Many positions in BOAE were staffed by re-assigning personnel to "acting" positions. Job positions otherwise remain unfilled, even though minimal qualifications have been established. To illustrate, the Task Force learned that three supergrade positions had remained vacant for at least eight months. In one instance, two years elapsed before an individual was appointed. Currently, the Deputy's position has been filled by an "acting" administrator for more than a year. (The designation of "acting" can put an incumbent at a disadvantage. Decision-making can become uncertain because the individual does not know how long she/he will remain in the position. Subordinates sometimes relax their efforts when they think that the new designee will advocate a different program of work.)

There is added dysfunction when positions are made available to individuals with minimal qualifications. This situation allows personnel with limited expertise and background in vocational education to transfer from within the Federal System into BOAE while arresting the employment of a new, energetic work force from the field. Furthermore, administrators in the Office of Management and Budget looked upon the Bureau as a "grants" agency whose primary responsibility was program monitoring. In such a situation, theoretically, personnel with minimal qualifications (so-called generalists) could be laterally transferred into the Bureau without weakening its service capability.

It must be noted that since 1972, no new positions have been created in the Bureau. In that year, Congress legislated Bureau status and ten positions for vocational education. As of this writing, two of those positions are unfilled.

Operational Planning System

The Operational Planning System (OPS) as employed by the Bureau is used to map out for the year the goals, objectives, milestones, and activities of the operational units so that management can identify the specific products that will be delivered and when the deliveries are to be made. (See Appendix B for OPS details and Appendix C for milestones.) All DVTE staff members are required to prepare an OPS which details the individual's contribution to the total effort of the operational unit with which he/she is affiliated.

The degree of support for the OPS from the Commissioner's office has been -- historically -- erratic. At present, there seems to be a subdued attitude toward the OPS from managers above the Bureau level, although there was agreement in principle that a management system was indispensable.

While most of the DVTE staff accepted the concept of OPS as a necessary tool for management, the OPS was the subject of much criticism, frustration, and confusion. Some staff members believed it did not adequately portray the real time phases for planning for programmatic milestones. Rather, it dealt almost exclusively with the current status of efforts. For example, if a special assignment was made at mid-year, and caused a change in time for completion of an already designated milestone, the current OPS format did not display the original time-line, identify the intervening events, indicate the renegotiated completion data, or specify the increase in resources required.

Concern was expressed about the time required to complete the operating document, length and detail of the document, and its over-all effectiveness. It was also observed that OPS required too much in the way of other detailed information (e.g., data as to telephone calls, letters, and other inquiries). As reported, some individual OPS plans were changed without adequate discussion, or explanation. Another problem with OPS included the continuous need for preparation and revision before final approval was given. OPS was thus seen as having a process rather than product orientation. That is, it was perceived as being utilized more for evaluation of activities than for planning and accountability.

There appeared to be an extensive lack of consensus on program emphasis reflected in the OPS as perceived by those who administer and those program specialists who were responsible for carrying out day-to-day tasks. More specifically, there were conflicting attitudes regarding the role of those program specialists who were engaged in generalist-type activities that were identified in the OPS document. Program specialists generally felt that they did not have sufficient time or resources to adequately provide program leadership and services to the field. Generalist-type activities seemed to have

greater priority than activities designed for the vocational disciplines (e.g., agriculture, health, and technical education).

Analysis of interviews and submitted documentation more than suggested the need for reappraisal of the "how" of the OPS. It seemed to be a hybrid under the current operation, combining different management concepts, ideas on organizational planning, and notions of staff evaluation. (Note: At this stage of the study, these purported items of contention represent a compilation of information based on a comprehensive review only within DVTE.)

BOAE Administrative Plans for Fiscal Year 1977-78

While concerned with the administration and operation of vocational education under the 1968 Amendments to the Vocational Education Act of 1963, the Task Force was equally interested in preparations being made by BOAE for the 1976 Vocational Education Amendments. In particular, the Task Force was interested in the in-house structure designed to review the 1977-78 State Plans, and to analyze the strengths and weaknesses of programs (MERC + Q) in at least ten States per year, for five years.

Review of 1977-78 State - Annual Plan. Regional Office personnel have primary review responsibility under current operations. (The reorganization of the Regional Offices will probably effect a modification in review procedures.) This responsibility is divided into three parts.

In the first part, the Regional staff will use a checklist to determine compliance of the plan with the 1976 Amendments. The Regions then send to the DVTE central office the approvable State Plan, with the compliance review. DVTE staff will conduct an administrative review of these documents and forward same to the Commissioner for his signature. Second, this compliance review will be

followed by an analysis of the strengths and weaknesses of the Plan within a four-month time interval. Again, Regional personnel will complete the analysis and send it to the State Director. The role of DVTE in this situation will be to coordinate the analyses of State Plan strengths and weaknesses made by other Office of Education units such as the Bureau of Indian Affairs, Bureau of Postsecondary Education, Office of Civil Rights, and the Bureau of Education for the Handicapped. Results of these analyses will be sent to the Regional Offices to be incorporated into the final strengths and weaknesses package for each State. To complete the cycle -- part three -- it was said that the MERC + Q will be used to determine if, when, and how the weaknesses identified were adjusted. States will not be required to accept BOAE's recommendations to correct program inadequacies. However, during the 1978-79 annual Plan review -- and thereafter -- there will be a procedure to track the recommendations regarding weaknesses to see to what degree the States made readjustments.

MERC + Q Activity. An individual was recently assigned to DVTE to carry out this activity. He is in the process of completing an operational plan. An initial strategem called for the convening of a group of professional educators in August, to discuss the elements of Quality to be incorporated into special "Q" projects on planning and follow-up. When these projects are completed, they will constitute an evaluation model of the strengths and weaknesses of the States' administration of vocational education. The model will eventually evolve into a compilation of salient program elements and notable deficiencies for each State, as identified by input from the State Manpower Council, State Advisory Council, NIE, HEW Audit, Management Evaluation Review for Compliance and Quality (MERC + Q), NACVE, and other evaluations. (The Task Force will continue to assess the kinds of efforts expended on the Reviews, and the amount of resources allocated to the development of the evaluation model.)

Appendix A

BOAE MISSION STATEMENTS

Bureau of Occupational and Adult Education

Mission Statement

Through the administration of Federal legislation the Bureau of Occupational and Adult Education provides national leadership in the areas of vocational, technical, occupational, adult, consumer, and metric education, education professions development, community schools and comprehensive employment and training devoted to:

assuring equal access to and equality of educational opportunities for all residents, especially for persons having special needs, and

continually improving the effectiveness and efficiency of programs authorized and supported by relevant federal legislation.

Planning Office Mission Statement

The Planning Office contributes to the overall functioning of all programs in the Bureau of Occupational and Adult Education by providing timely and professional directions and guidance on budgets, plans, evaluations, management, legislation, data and special studies through managing the following activities:

1) Provision of annual and long range program budget development, including maintenance of historical data.

2) Coordination of and preparation for budget justification materials and testimony for hearings before the Department, Office of Management and Budget and Congress on appropriations for Bureau programs.

3) Formulation of policy for Bureau planning and preparation of long range plans.

4) Organization and conduct of strategic planning activities.

5) Conduct of staff training in planning systems.

6) Management of the Bureau's Operational Planning System and recommendations for staff utilization to achieve operational objectives.

7) Formulation and submission of recommendations for the U.S. Office of Education's Annual Evaluation Plan. Assistance in the preparation of Requests for Proposals and guidance in the utilization of evaluation findings and resultant data.

8) Analysis of current statutes and development of recommendations for improving legislation for Bureau programs. Development and dissemination of related interpretive materials. Development of legislative specifications for the Office of Legislation, and statements for Congressional oversight testimony by OE and Department officials.

9) Monitoring of the Bureau's data acquisition and analysis activities and conduct of special analyses on key issues.

10) Conduct of short term staff studies on selected topics of priority interest for use in policy development and analysis.

Division of Vocational and Technical Education Mission Statement

The mission of the Division of Vocational and Technical Education is (1) to provide national leadership by assisting the States to maintain, extend and improve existing programs of vocational education; (2) to administer the programs of vocational education under the Vocational Education Act of 1963, as amended; (3) to promote the availability of vocational education so that all persons of all ages in all communities will have ready access to programs suited to their needs, interests and abilities; (4) to improve the delivery of vocational education programs through public and private schools, and pre-postsecondary, adult, cooperative, work experience, work study and apprenticeship programs; (5) to provide appropriate assistance at the international level; (6) to provide support and leadership for vocational student organizations which are an integral part of vocational education instruction; (7) to provide liaison to the National Advisory Council on Vocational Education; (8) to provide appropriate services to the Regional Development Commissions; (9) to provide technical assistance to States, as required; and (10) to analyze and evaluate data and program information.

Division of Adult Education Mission Statement

The mission of the Division of Adult Education is to provide national leadership through a broad range of services to adult education programs throughout the country, as authorized under the Adult Education Act, as amended; to administer the Adult Education Clearinghouse which, through linkages with other information systems and subsystems, provides information pertaining to the education of adults and adult education programs; to promote equal access to adult education; to continuously improve the effectiveness, efficienc

and the delivery of adult education programs through both public and private educational systems; to provide appropriate assistance at the international level; to provide liaison with the National Advisory Council on Adult Education; to provide appropriate services to the Regional Offices; to collect, analyze, and evaluate data and program information; to promote competency-based adult education in the context of life-long learning; to develop strategies for the implementation and administration of new legislation; and to make recommendations for policy changes and program emphasis in the education of adults.

Division of Research and Demonstration Mission Statement

The mission of the Division of Research and Demonstration is to provide leadership to the vocational education community through the promotion of innovation in vocational education; to administer the national discretionary programs in vocational education; to establish a delivery system for promoting improvement in vocational education; to identify significant and emerging issues; to provide technical assistance to States in administering State discretionary programs; to promote equal access and opportunity in vocational education; and to promote the products resulting from innovation and development programs which are developed in accordance with high standards of quality.

Division of Educational Systems Development Mission Statement

The mission of the Division of Educational Systems Development is to administer with maximum effectiveness the legislation assigned to it, more specifically the Education Progessions Development Act, (except Teacher Corps) the purpose of which is to improve the quality of teaching and to help meet critical shortages of adequately trained educational personnel.

Under policies and administrative procedures of the Bureau of Occupational and Adult Education, the Division will develop and administer training programs which will:

> improve the quality of teaching in schools in low-income areas, thereby helping to provide equality of educational opportunity to disadvantaged children, and
>
> increase the number of experienced vocational education personnel possessing advanced, comprehensive training to the end that all children have equal access to the quality counseling and instruction needed for entering

and succeeding in the fullest range of occupational and career choices.

Division of Occupational Planning Mission Statement

The mission of Occupational Planning is to provide national leadership in developing a comprehensive analytical foundation (based on priority considerations of industry-education-labor relations, guidance and counseling, the skilled occupations, sub-professional engineering, private proprietary institutions, and medical and social services) for determining the composition and future direction of occupational education in this country to include: (1) developing comprehensive plans, strategies and approaches for the administration of Federal legislation, (2) strengthening and expanding occupational education, (3) improving continually the effectiveness and efficiency of programs authorized and supported by relevant legislation, (4) developing Federal educational policy, and (5) assuring equal access to and equality of educational opportunities for all citizens and special population groups.

Comprehensive Employment and Training Act (CETA) Coordination Unit Mission Statement

The mission of the CETA Coordination Unit is to:

- provide leadership and coordination in the planning and development of policies, strategies and procedures for utilizing the resources of the Office of Education and the educational community to support Prime Sponsors under the Comprehensive Employment and Training Act (CETA)

- provide the input of the educational community to the Office of Manpower, Office of Human Development, HEW on all educational matters pertaining to CETA.

- provide technical assistance to the educational community and others on CETA in order to assure that quality programs are available to CETA clients.

- interact with education and training personnel at the regional, State, and local levels to assure prompt and effective delivery of educational services to CETA clientele.

Office of Consumers' Education Mission Statement

The mission statement of the Office of Consumers' Education is to provide national leadership in the field of consumers' education through the effective implementation of the legislation as evidenced by the design of appropriate program policies, by the development of systematic monitoring and assessment practices and by the provision of useful technical assistance to projects.

Metric Education Program Mission Statement

It is the mission of the Education for the Use of the Metric System of Measurement (commonly known as the Metric Education Program) to foster a climate of support and receptivity to the anticipated metric (SI) system conversion and to provide training opportunities in the use of the revised metric system of measurement (as opposed to the customary system used in the United States) to a cross-section of the population through encouraging educational agencies to teach school-aged and adult learners to use this revised system with ease and facility as a part of the regular educational program.

Office of Community Education Mission Statement

The Office of Community Education makes discretionary grants to local and state education agencies for the purpose of developing, establishing, maintaining, and expanding community education programs. The Office also makes discretionary grants to institutions of post-secondary education to develop, establish, maintain or expand programs which will train people to operate community education programs. These grants are meant to aid in the development of different approaches to community education which will be transportable to different locales.

In support of this grant-making function, the office will establish a community education clearinghouse to gather and disseminate information about community education programs. With the clearinghouse, the Office will offer technical assistance to grantees and others interested in community education throughout the country. Through the clearinghouse, contact with the agencies awarded grants, educators in the field and the community Education Advisory Council, the Office will aid in the development of evaluation data of aid to future programs and the Office of Education.

Appendix B

BRIEF DESCRIPTION OF BUREAU'S OPERATIONAL PLANNING SYSTEM (OPS)

OPS

The Operational Planning System (OPS) is initiated through a Bureau-wide meeting held in the spring of each year. All managers within the Bureau (i.e., eight Branch Chiefs, nine Directors of Division and Operating Units, two Associate Commissioners, and the Deputy Commissioner) and the Planning Staff, participate.

At this meeting, the priorities for the Bureau as a whole are established, and the development of objectives for each of the nine Divisions or Operating Units is begun. For example, the Bureau priorities established in the spring of 1977 which went into effect October, 1977, were the elimination of sex role stereotyping, increased participation of the handicapped, and improvement of Bureau management, including possible reorganization.

Division objectives are initially developed by each Division or Unit head, working with the Bureau Chiefs during this meeting. Information used for decision-making includes the carry-over of objectives from the previous year, new legislation, Advisory Council recommendations, and GAO reports.

These objectives are presented in open session for purposes of discussion and cross-referencing. Once agreement is achieved, the staff then prepares milestones for approval first by the Associate, and then the Deputy Commissioner. In some cases, the Division Director may request from Branch Chiefs and staffs, individual OPS objectives, milestones, and activities. This procedure provides an opportunity for (a) the individual to set forth his/her priorities within the mission of the unit, and (b) the manager to get an overview of the array of complementary activities. Individual objectives and milestones are subsumed into those of the Division for use in the OPS.

Appendix C

MILESTONES FOR PROGRAM ADMINISTRATION

Division on Vocational-Technical Education
(Sample Copy)

Date prepared 1-19-77
BOAE/DVTE

Office of Education
OBJECTIVE AND OPERATING PLAN
Fiscal Year 77

Branch
Surname

PROGRAM OBJECTIVE: Ø 01 : ADMINISTRATION: To provide administrative and support activities to complete the mandate of Vocational Education.

OPERATIONAL OBJECTIVE: Ø 02 : Program Administration: To improve the delivery of Vocational Education, DVTE will provide national leadership in Occupational areas for administrators, teacher educators and instructors.

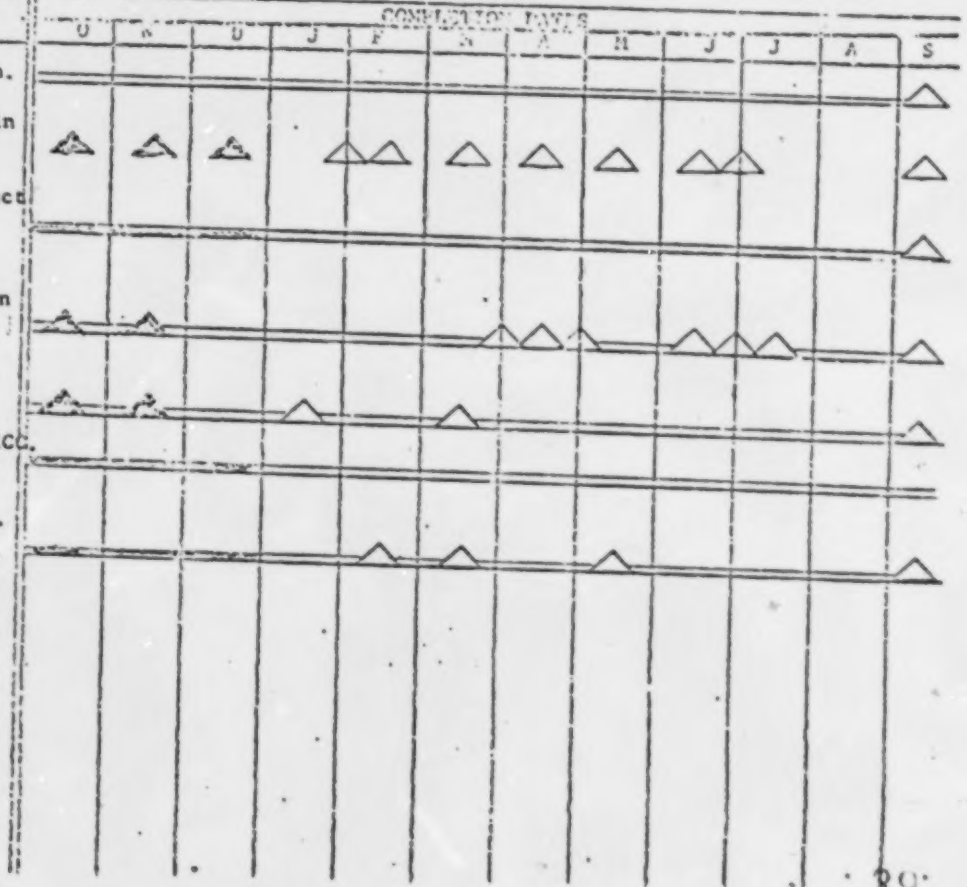
Resources (000's)

Program $

S & E $

Staff time 1583

MILESTONES	COMPLETION DATES
01 Provide for communications for the Division.	
02 Provide national leadership and direction in Program areas.	
03 Develop work statements, monitor, and conduct site visits.	
04 Participate as national advisors/OE representatives for national vocational education student organizations.	
05 Revise Vocational Education and Occupations Handbook.	
06 Provide technical assistance in planning NOICC.	
07 Conduct/participate in orientation and in-service conferences; produce written technical information for speeches, yearbooks, etc.	



23a.

Date prepared 1-19-77
DOAE/DVTE

Office of Education
OBJECTIVE AND OPERATING PLAN
Fiscal Year 77

Branch
Surname

PROGRAM OBJECTIVE: # 01 : ADMINISTRATION: To provide administrative and support activities to complete the mandate of Vocational Education.

OPERATIONAL OBJECTIVE: # 02 : Program Administration: To improve the delivery of Vocational Education, DVTE will provide national leadership in Occupational areas for administrators, teacher educators and instructors.

Resources (000's)

Program $

S & E $

Staff time 698

MILESTONES # 1	COMPLETION DATES											
	O	N	D	J	F	M	A	M	J	J	A	S
Provide for communications for the Division.												
...Maintain correspondence(relevant program data).												△
...Respond to telephone requests.												△
...Receive and inform domestic visitors.												△
...Receive and inform foreign visitors.												△
...Regional coordination;												△
--Teleconference.												
--Liaison												

23b,

41

40

Dat prepared 1-19-77
OCAE/DVTE

Office of Education
OBJECTIVE AND OPERATING PLAN
Fiscal Year 77

Branch
Surname

PROGRAM OBJECTIVE: Ø 01 : ADMINISTRATION: To provide administrative and support activities to complete the mandate of Vocational Education.

OPERATIONAL OBJECTIVE: Ø 02 : Program Administration: To improve the delivery of Vocational Education, DVTE will provide national leadership in Occupational areas for administrators, teacher educators and instructors.

Resources (000's)

Program $

S & E $

Staff time 171

MILESTONES Ø 2	COMPLETION DATES O	N	D	J	F	M	A	M	J	J	A	S
Provide national leadership and direction in Program areas by participating in National/Regional clinics for State supervisors, teacher educators, regional program officers and teachers.												
...AVA.			△				△					
...AACJC.												
...Energy.	△											
...National Technical Education Clinic.						△						
...National Business Ed. Association Conference.							△					
...American Home Economic Annual meeting.									△			
...D.C. Business Education Association.		△										
...Regional Conferences(Special Occupational Programs).					△	△	△△	△	△			
...Unplanned conferences.												
...Committee Agriculture brochure.					△							
...Regional agriculture, business and industry.									△			
...Special needs workshop.			△									
...President's committee for the Handicapped.												△
...NATTS Annual meeting.							-					
...Prepare for and report on above activities.												△

.23c.

D te prepared 1-10-77
BOAE/DVTE

Office of Education
OBJECTIVE AND OPERATING PLAN
Fiscal Yea 1977

Branch
Surname

PROGRAM OBJECTIVE: # 01 : ADMINISTRATION: To provide administrative and support activities to complete the mandate of Vocational Education.

Resources (000's)

Program $

S & E $

Staff time 138

OPERATIONAL OBJECTIVE: # 02 : Program Administration: To improve the delivery of Vocational Education, DVTE will provide national leadership in Occupational areas for administrators, teacher educators and instructors.

MILESTONES # 3	COMPLETION DATES: O	N	D	J	F	M	A	M	J	J	A	S
Develop work statements, monitor and conduct site visits.												
...Provide technical assistance to DRD on research proposals and projects.												
--serve on panels as reader or chairperson.												
--monitor projects.												
...Provide technical assistance to DRD on Curriculum proposals and projects.												
--assist in development of work statements.												
--serve on panels as reader or chairperson.												
-- monitor projects.												
...Provide technical assistance to EPDA proposals and projects.												
--serve on panels as readers or chairperson.												
...Provide technical assistance to special projects.												
-- consumers' education, etc.												

Date prepared 1-19-77
BOAE/DVTE

Office of Education
OBJECTIVE AND OPERATING PLAN
Fiscal Year 77

Branch
Surname

PROGRAM OBJECTIVE: Ø 01 : ADMINISTRATION: To provide administrative and support activities to complete the mandate of Vocational Education.

Resources (000's)

Program $

S & E $

Staff time 14

OPERATIONAL OBJECTIVE: Ø 02 : Program Administration: To improve the delivery of Vocational Education, DVTE will provide national leadership in Occupational areas for administrators, teacher educators and instructors.

MILESTONES Ø 4	COMPLETION DATES O N D J F M A M J J A S
Participate as national advisors/OE representatives for national vocational student Organizations.	
...Conduct or attend National Leadership Conferences for Vocational student organizations.	
--FHA.	
--DECA.	
--FFA.	
--FBLA.	
--OEA.	
--VICA.	
--IA.	
--HOE	
...Serve as member of coordinating council for student organizations.	
...Serve as National advisor and Board member to respective student organizations---re: Rules and Regulations, Title IX, Curriculum, and other programmatic concerns.	

Date prepared 1-19-77
DOAE/DVTE

Office of Education
OBJECTIVE AND OUTPUTS PLAN
Fiscal Year 1977

Branch
Surname

PROGRAM OBJECTIVE: ∅ 01 : ADMINISTRATION: To provide administrative and support activities to complete the mandate of Vocational Education.

OPERATIONAL OBJECTIVE: ∅ 02 : Program Administration: To improve the delivery of Vocational Education, DVTE will provide national leadership in Occupational areas for administrators, teacher educators and instructors.

Resources (000's)

Program $

S & E $

Staff time 204

MILESTONES ∅ 5	COMPLETION DATES O N D J F M A M J J A S
Revise the Vocational Education and Occupations Handbook.	
...Convene a task force of State vocational education leaders for each occupational area:	
--Agriculture/agri-business.	△ J
--Business and Office.	△ J
--Distributive Education.	△ J
--Consumer and Homemaking.	△ N
--Health Occupations.	△ N
--Trade and Industry.	△ O
--Technical Education.	△ J
...Prepare a draft of taxonomy and disseminate it to selected representatives of industry, labor and education for review and recommendations.	J — M
...Revise taxonomy for final approval and prepare for publication. (To be submitted FY'78)	M — S

23f.

Date prepared 1-19-77
DOAE/DVTE

Office of Education
OBJECTIVE AND OPERATING PLAN
Fiscal Year 1977

Branch
Surname

PROGRAM OBJECTIVE: # 01 : ADMINISTRATION: To provide administrative and support activities to complete the mandate of Vocational Education.

OPERATIONAL OBJECTIVE: # 02 : Program Administration: To improve the delivery of Vocational Education, DVTE will provide national leadership in Occupational areas for administrators, teacher educators and instructors.

Resources (000's)

Program $

S & E $

Staff time 36

MILESTONES # 6	COMPLETION DATES O	N	D	J	F	M	A	M	J	J	A	S
Provide technical assistance in planning NOICC.												

239.

Date prepared 1-19-77
BOAE/DVTE

Office of Education
OBJECTIVE AND OPERATING PLAN
Fiscal Year 1977

Branch
Surname

PROGRAM OBJECTIVE: # 01 : ADMINISTRATION: To provide administrative and support activities to complete the mandate of Vocational Education.

OPERATIONAL OBJECTIVE: # 02 : Program Administration: To improve the delivery of Vocational Education, DVTE will provide national leadership in Occupational areas for administrators, teacher educators and instructors.

Resources (000's)
Program $
S & E $
Staff time 22.5

MILESTONES # 7	COMPLETION DATES O N D J F M A M J J A S
Conduct/participate in orientation and inservice conferences; produce written technical information for speeches, yearbook,etc.	
...Conduct spring conference for State Directors of Vocational Education(Include ARC & BEH).	
...Hold three joint central and regional office staff conferences.	
...Provide orientation workshop for new National Advisory Council members.	
...Provide assistance to education committee of apprenticeship agency.	
...Provide technical vocational education information (preparing and delivering reports, speeches, articles, papers, and yearbook contributions).	
...Provide orientation workshop for new State Directors of Vocational Education.	
...Education and work initiative(includes ccoperative education).	

23h.

Appendix D

LIST OF ACRONYMS

BOAE (or 'Bureau')	Bureau of Occupational & Adult Education
CSC	Civil Service Commission
DVTE	Division of Vocational & Technical Education
GAO	General Accounting Office
HEW	Department of Health, Education & Welfare
MERC + Q	Management Evaluation Review for Compliance and Quality
NACVE	National Advisory Council on Vocational Education
OE	U. S. Office of Education
OMB	Office of Management & Budget
OPS	Operational Planning System
TFM	Task Force Members